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Message Text

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SS-15 ICA-11 TRSE-00 OMB-01 EB-08 COME-00 /095 W
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FM AMEMBASSY TOKYO
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INFO SECDEF WASHDC PRIORITY
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CSAF WASHDC PRIORITY
CMC WASHDC PRIORITY
DISAM WPAFB OH PRIORITY

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E.O. 11652: GDS
TAGS: MASS, MPOL, XX
SUBJECT: SECURITY ASSISTANCE REPORTING REQUIREMENTS

REF: (A) STATE 167901, (B) STATE 182987

SUMMARY: CONTINUED SECURITY ASSISTANCE RELATIONSHIP WITH JAPAN SERVES MANY U.S. INTERESTS BOTH HERE AND IN THE REGION. JAPAN IS THE MOST IMPORTANT ALLY OF THE U.S. IN THE NORTH PACIFIC AND OUR PARTNERSHIP IS FUNDAMENTAL TO MAINTAINING A STABLE EQUILIBRIUM IN THE PACIFIC AREA. U.S. INTERESTS IN JAPAN ARE MANY AND DIVERSE, INCLUDING THE MUTUAL SECURITY TREATY, A COMPLEX, HIGHLY DEVELOPED ECONOMIC AND TRADE RELATIONSHIP, AND BROAD COOPERATION OVER A WIDE RANGE OF BILATERAL AND MULTILATERAL MATTERS. SPECIFIC ITEMS CONTAINED IN REFTELS ARE DISCUSSED BELOW. END SUMMARY.

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1. U.S. INTERESTS. OUR SECURITY INTERESTS IN JAPAN ARE TO MAINTAIN THE U.S.-JAPAN ALLIANCE AND JAPANESE CONFIDENCE IN ITS STRATEGIC RELIANCE ON THE U.S. OUR JAPANESE BASES ARE PART OF OUR PACIFIC BASE STRUCTURE WHICH HELPS US TO DEPLOY STRONG FORCES IN EAST ASIA IN THE INTEREST OF CONTRIBUTING TO THE PEACE AND SECURITY OF THE REGION.

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THE U.S. HAS A COROLLARY INTEREST IN JAPAN OF ASSISTING IN THE MODERNIZATION AND QUALITATIVE IMPROVEMENT OF THE JAPAN SELF DEFENSE FORCES (JSDF). THE JSDF HAVE THE PRIMARY RESPONSIBILITY FOR THE IMMEDIATE CONVENTIONAL DEFENSE OF JAPANESE TERRITORY. JAPAN HAS HAD FOR SOME TIME A VIGOROUS LICENSED PRODUCTION PROGRAM TO MANUFACTURE U.S. DEFENSE EQUIPMENT. THIS EFFORT HAS NOT ONLY ENHANCED JAPAN'S DEFENSIVE POSTURE BUT HAS EXPANDED THE JAPANESE DEFENSE PRODUCTION BASE.

2. THREAT. JAPAN IS NOT THREATENED INTERNALLY. THE POSSIBILITY OF AN EXTREMIST TAKEOVER BY FORCE IS EXTREMELY REMOTE. NO IMMEDIATE EXTERNAL THREAT TO THE SECURITY OF JAPAN IS PERCEIVED. BECAUSE OF GRADUALLY IMPROVING SINO-JAPANESE RELATIONS, THE CONTINUANCE OF SOME JAPANESE-SOVIET FRICTION IS PROBABLE. EVEN SO, SOVIET AGGRESSION IS CONSIDERED EXTREMELY UNLIKELY.

3. MISSION'S PERCEPTION. THERE IS LITTLE DIFFERENCE BETWEEN THE MISSION'S ESTIMATE OF THE INTERNAL AND EXTERNAL THREATS TO JAPAN'S SECURITY AND THEIR ESTIMATES.

4. MILITARY ESTABLISHMENT. THE MILITARY ESTABLISHMENT ORGANIZED BY JAPAN TO PROVIDE ITS "STANDARD DEFENSE FORCE CONCEPT" IS BASED ON THE FOLLOWING:

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- A. JAPAN'S DEFENSE STRUCTURE SHOULD PRIMARILY POSSESS THE ASSORTED FUNCTIONS REQUIRED FOR NATIONAL DEFENSE, WHILE RETAINING BALANCED ORGANIZATION AND DEPLOYMENT, INCLUDING LOGISTICAL SUPPORT.

- B. SUCH DEFENSE PREPAREDNESS SHOULD ENABLE JAPAN TO MAINTAIN A FULL SURVEILLANCE POSTURE DURING PEACETIME, AND COPE EFFECTIVELY WITH CONFLICT TO THE EXTENT OF LIMITED AND SMALL-SCALE AGGRESSION.

- C. THIS DEFENSE POSTURE SHOULD BE CAPABLE OF ADAPTING SMOOTHLY TO MEET ANY SERIOUS CHANGES IN THE SITUATION AROUND JAPAN WHICH MIGHT REQUIRE SUCH ADAPTATION.

5. ASSESSMENT OF MILITARY FORCE. THE TREATY OF MUTUAL COOPERATION AND SECURITY BETWEEN JAPAN AND THE U.S. HAS SERVED SINCE ITS INCEPTION TO ASSURE PEACE AND SECURITY IN EAST ASIA THROUGH THE CLOSE COOPERATION OF THE TWO LEADING INDUSTRIAL DEMOCRACIES OF THE WORLD. AS LONG AS THE U.S. IS TO REMAIN AN ASIAN AND PACIFIC POWER IT IS ESSENTIAL THAT THIS COOPERATION PERSIST, IN ORDER TO FACILITATE THE PROJECTION OF AMERICAN MILITARY POWER IN THE KEY PORTION

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OF THE GLOBE WHERE U.S., SOVIET, CHINESE, AND JAPANESE INTERESTS ARE IN DIRECT JUXTAPOSITION. WITHIN ITS CONSTITUTIONAL RESTRAINTS, LIMITING THE USE OF MILITARY POWER TO DEFENSIVE PURPOSES, JAPAN HAS GRADUALLY BUILT UP A MODEST BUT MODERN DEFENSE ESTABLISHMENT, EMPHASIZING DEFENSE OF THE IMMEDIATE AREA AROUND JAPAN. A HIGH DEGREE OF STANDARDIZATION AND COMPLEMENTARITY OF WEAPON SYSTEMS IS ESSENTIAL IN ORDER THAT THESE FORCES PERFORM MOST EFFECTIVELY AND TO AFFORD MAXIMUM SUPPORT AND RELIEF TO U.S. FORCES IN THE EVENT OF CONTINGENCIES AFFECTING JAPAN

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PROPER OR OTHER AREAS OF SECURITY INTEREST TO BOTH NATIONS, SUCH AS KOREA. THE MUTUAL DEFENSE ASSISTANCE AGREEMENT BETWEEN THE U.S. AND JAPAN SIGNED IN 1954 PROVIDED THE BASIS FOR U.S. GRANT AID, FMS, LICENSED PRODUCTION COST-SHARED PROGRAMS AND THE RELEASE OF CERTAIN U.S. CLASSIFIED EQUIPMENT TO JAPAN. GRANT AID FUNDS WERE TERMINATED IN 1964 AND THE LAST DELIVERY OF GRANT AID WAS IN 1967. THE ACQUISITION OF GRANT AID AND COST-SHARED PROPERTY TO JAPAN AMOUNT TO $1.2 BILLION. TODAY JAPAN RECEIVES NEITHER GRANT AID NOR FMS CREDITS BUT REGULARLY PURCHASES MILITARY EQUIPMENT, SERVICES AND TRAINING OF DEFENSIVE NATURE, PRIMARILY FROM THE U.S. THIS ASSURES COMPLEMENTARITY WITH U.S. FORCES. JAPAN CONTINUES TO CONDUCT A VIGOROUS

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LICENSED PRODUCTION PROGRAM IN ORDER TO MANUFACTURE LATEST RELEASABLE STATE-OF-THE-ART U.S. DEFENSE EQUIPMENT. THIS EFFORT NOT ONLY ENHANCES JAPAN'S DEFENSE POSTURE BUT HAS EXPANDEDTHE JAPANESE DEFENSE INDUSTRIAL BASE,

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THUS INCREASING THEIR PRODUCTION SELF-SUFFICIENCY.

6. DEFENSE SPENDING. IN JAPAN, TWO PROGRAMS OF LARGE INITIAL COSTS AND FUTURE EXPENDITURE OBLIGATIONS ARE NOT NORMALLY LAUNCHED IN THE SAME YEAR. HOWEVER, THIS YEAR, JAPAN FOUND SUFFICIENT INTERNAL GOVERNMENTAL SUPPORT TO JUSTIFY A BUDGET REQUEST FOR A TOTAL PROGRAM OF 100 F-15'S AND 45 P3C'S OF WHICH 23 F-15'S AND 8 P3C'S ARE INCLUDED IN THE JFY 78 BUDGET. IN JFY 79 (BEGINNING 1 APRIL 1979) JAPAN WILL PROBABLY INITIATE THE PROCUREMENT OF A THIRD MAJOR NEW PROGRAM, THE E-2C AIRCRAFT. PLANS NOW CALL FOR A TOTAL COST OF APPROX $500 MILLION. BASED UPON PRIME MINISTER FUKUDA'S PREDICTION OF A 7 PERCENT GROWTH RATE, THE TOTAL DEFENSE BUDGET IN 1978 WILL BE APPROX $9.5 BILLION (AT 200 YEN TO THE DOLLAR). THIS REPRESENTS AN INCREASE FROM 0.88 PERCENT TO 0.90 PERCENT OF THE JAPANESE GNP. MORE IMPORTANT IS THE FACT THAT IN ORDER TO SUPPORT THE INITIATION OF TWO MAJOR NEW PROGRAMS, THE FUTURE OBLIGATING AUTHORITY THIS YEAR HAS INCREASED BY ALMOST 50 PERCENT. SUMMARY OF SIGNIFICANT FACTORS:

- JFY 77 JFY 78
- BUDGET IN YEN (BILLIONS) Y1,690.613 Y1,901.030
- PERCENTAGE OF NATIONAL BUDGET 5.93 5.54
- PERCENTAGE OF GNP 0.880 0.901
- FUTURE OBLIGATION AUTHORITY Y417.5 Y621.9
- AMOUNT IN YEN (BILLIONS)

7. ARMS CONTROL IMPACT. IN VIEW OF THE FACT THAT JAPAN IS IN THE SAME CATEGORY AS AUSTRALIA, NEW ZEALAND AND NATO, HAS CONSTITUTIONALLY RENOUNCED WAR, AND EMPLOYS A TOTALLY DEFENSE FORCE, INTRODUCTION OF NEW SYSTEMS INTO THE JAPANESE DEFENSE FORCE SHOULD HAVE A POSITIVE EFFECT ON REGIONAL STABILITY.

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8. HUMAN RIGHTS. JAPAN CONTINUES TO PRACTICE AS A MATTER OF POLICY THE RIGOROUS SUPPORT OF HUMAN RIGHTS.

9. MANNING LEVELS.

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- A. MINIMUM LEVEL: GIVEN EXISTING SCALE OF USG SECURITY ASSISTANCE, FOREIGN MILITARY SALES AND LICENSED PRODUCTION PROGRAMS IN JAPAN, ITS RECENT DECISION TO INITIATE TWO MAJOR NEW PROGRAMS, AND ITS PLAN TO FUND A THIRD PROGRAM (E-2C) NEXT YEAR, WE BELIEVE THAT THE CURRENT LEVEL ASSIGNMENT OF SIX MILITARY PERSONNEL, SIX U.S. CIVILIAN PERSONNEL, AND FIVE LOCAL NATIONAL EMPLOYEES TO MDO-JAPAN IS ESSENTIAL FOR CONTINUED EFFICIENT OPERATION OF MISSION. BELIEVE CMDO TOKYO 9072 (150811Z JUN 77) FULLY EXPLAINS NEED FOR THREE SPACES IN ADDITION TO THOSE AUTHORIZED BY SECTION 515.

- B. INTERMEDIATE/CURRENT LEVEL: IN VIEW OF ABOVE AND SINCE ENTIRE SECURITY ASSISTANCE ACTIVITY IN MISSION IS PAID FOR BY JAPAN THROUGH CONTRIBUTED CURRENCY OR ASSISTANCE-IN-KIND, MINIMUM, INTERMEDIATE, AND CURRENT LEVEL OF MANNING ARE REPORTED AS THE SAME. IF ANY REDUC-TION WERE TO TAKE PLACE, FUNDAMENTAL POLICY CHANGES WOULD BE NECESSARY SINCE CURRENT INTERPRETATION OF JAPANESE LAW MAKE IT IMPOSSIBLE FOR JAPAN DEFENSE AGENCY TO ESTABLISH ITS OWN SUPPORT ACTIVITY TO ASSUME ROLE FILLED BY MDO.

- C. INCREMENTAL LEVEL: SINCE THE IMPACT OF EXPANDING PROCUREMENT FROM THE U.S. THROUGH DIRECT SALE OR LICENSED PRODUCTION HAS NOT BEEN FULLY EVALUATED, THIS LEVEL WILL BE ADDRESSED IN SEPTEL.

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10. U.S. SECURITY ASSISTANCE PROGRAM IS AN IMPORTANT INSTRUMENT OF OUR FOREIGN POLICY FOR ASIA AND THE PACIFIC. IN ADDITION, BY ASSISTING JAPAN TO ACQUIRE AND MAINTAIN THE CAPABILITY TO DEFEND ITSELF, WE SERVE OUR WORLDWIDE INTERESTS IN COLLECTIVE SECURITY AND PEACE. JAPAN EXPECTS STEADFASTNESS OF POLICY AND CONSTANCY OF PURPOSE IN TERMS OF THEIR CONTINUING TIES WITH THE U.S. THE SECURITY ASSISTANCE PROGRAM IS A CRITICAL ELEMENT OF THIS RELATIONSHIP. MANSFIELD

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Status: NATIVE
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